

## Message Text

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ACTION SCA-01

INFO OCT-01 ARA-10 ISO-00 MMO-04 SSO-00 VOE-00 ABF-01

PER-03 FBOE-00 /020 W

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O 171735Z NOV 76

FM AMEMBASSY MANAGUA

TO SECSTATE WASHDC IMMEDIATE 1606

UNCLAS SECTION 1 OF 2 MANAGUA 5327

FOR ARA/MGT, SCA, M/MO

E.O. 11652: N/A

TAGS: CVIS, AFIN, NU

SUBJECT: PROPOSED CHANGES IN IV CASELOADS AND RESOURCE REQUIREMENTS  
BECAUSE OF WESTERN HEMISPHERE BILL

REF: STATE 277567

1. IMPLEMENTATION OF PROVISIONS OF WESTERN HEMISPHERE BILL WILL,  
IF SCA'S PROJECTIONS ARE EVEN APPROXIMATELY ACCURATE, PUSH MANA-  
GUA OVER THE CURRENT STAFFING THRESHOLD AND REQUIRE AN INCREASE OF  
ONE AMERICAN AND TWO FSL POSITIONS IN ITS CONSULAR SECTION COMPLE-  
MENT.

2. USING SCA'S 76 PERCENT ESTIMATED WORKLOAD INCREASE AND POST'S  
ACTUAL WORKLOAD DATA (WHICH REFLECT A TRUE FY 76 MONTHLY AVERAGE  
OF 90 CASES), WE CALCULATE ADDITIONAL ONE THIED (.30) AMERICAN AND  
ONE AND ONE-HALF (1.5) FSL MAN YEARS ARE NEEDED TO IMPLEMENT PRO-  
VISIONS OF THE WESTERN HEMISPHERE BILL.

A. AMERICAN RESOURCES ARE NOW STRAINED TO MAXIMUM ELASTICITY.  
SUPERVISORY CONSULAR OFFICER DEVOTES FULL 40 PERCENT OF TIME TO ALL  
ASPECTS OF IV OPERATIONS, INCLUDING FSL SUPERVISION, INTERVIEWING  
AND CORRESPONDENCE. FULL TIME OF SECOND AMERICAN OFFICER IS TAKEN  
UP BY NIV OPERATIONS, INCLUDING SUPERVISION OF TWO FSL EMPLOYEES,  
WHO ARE ALSO FULLY OCCUPIED. MOREOVER, CURRENT NIV WORKLOAD (14,537  
CASES FOR FY 76, LESS TQ) REQUIRES DIRECT SUPERVISORY CONSULAR  
OFFICER ASSISTANCE FREQUENTLY; ANY SHIFT OF AMERICAN OFFICER OR  
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FSL TIME FROM NIV TO IV WORK IS OUT OF THE QUESTION.

TO INCREASE IV WORKLOAD OF SUPERVISORY CONSULAR OFFICER IN ORDER TO PICK UP THE ONE-THIRD YEARS SHORTFALL WOULD OVERLOAD THE SYSTEM AND DOWNGRADE MANAGUA'S CONSULAR SERVICES UNACCEPTABLY. AN ADDITIONAL AMERICAN VISA OFFICER POSITION IS THEREFORE REQUIRED TO MANAGE IV WORKLOAD INCREASE. ABOUT 70 PERCENT OF THAT OFFICER'S TIME WILL HAVE TO BE DEVOTED TO IV OPERATIONS OF ALL SORTS WITH THE REMAINDER AVAILABLE FOR NIV OPERATIONS. MANAGEMENT OF THE IV FUNCTION WILL STILL CONSUME UP TO 20 PERCENT OF SUPERVISORY CONSULAR OFFICER TIME, BUT STAFF INCREASES WILL PERMIT FRAUD INVESTIGATION AND OTHER ACTIVITIES WHICH NOW RECEIVE ONLY SCANT ATTENTION.

B. POST'S FSL RESOURCES ARE NOW IN PRECARIOUS BALANCE; WITHOUT PIT SUPPORT FOR BULK OF THIS CALENDAR YEAR IT IS LIKELY THAT MANAGUA'S CONSULAR OPERATION WOULD HAVE GONE BELLY UP SOME TIME AGO. UNDER OTHER CIRCUMSTANCES, POST MIGHT HAVE BEEN WILLING, AT LEAST EXPERIMENTALLY, TO TRY TO ABSORB THE ONE-HALF FSL MAN YEAR, BANKING ON SOME "EFFICIENCIES OF SCALE" IN IV PROCESSING. TODAY'S CONDITIONS, HOWEVER, DO NOT PERMIT FREEDOM TO EXPERIMENT. TWO FSL VISA CLERK POSITIONS ARE REQUIRED TO PERMIT IMPLEMENTATION OF WESTERN HEMISPHERE BILL. IN THE PAST THE EMBASSY AND ITS CONSULAR OPERATION WERE CRITICIZED BY LOCAL PRESS AND SOME COMMUNITY LEADERS, INCLUDING AMERICAN CITIZENS, AS WE TRIED TO MAKE DO WITH UNTRAINED STAFF IN A PHYSICAL SETUP TOTALLY INADEQUATE FOR CURRENT WORKLOADS. ANY ADDITIONAL STRAIN ON FACILITIES, HUMAN OR OTHERWISE, WILL WORK DIRECTLY AGAINST US INTERESTS AND MISSION OBJECTIVES.

C. TO RECAPITULATE, OUR HUMAN RESOURCE NEEDS DIRECTLY ATTRIBUTABLE TO THE WESTERN HEMISPHERE BILL ARE:

- 1) ONE AMERICAN VISA OFFICER, FSO-6 OR EQUIVALENT.
- 2) TWO FSL VISA CLERKS, FSL-6 CURRENT ANNUAL SALARY RATE (EACH)

\$4,100.

3. THE IMPACT OF WESTERN HEMISPHERE BILL IMPLEMENTATION ON MANAGUA'S NIV OPERATIONS MAY BE SUBSTANTIAL. WE PROJECT AN UPTURN IN NIV CASELOAD AS MORE IMMIGRANT VISAS ARE ISSUED AND CORRESPONDING REFUSAL RATE INCREASE. EXPERIENCE SHOWS THAT NICARAGUANS WITH FRIENDS OR RELATIVES IN THE US TEND TO VISIT THEM AND OFTEN ACCEPT EMPLOYMENT IN THE UNITED STATES ILLEGALLY. STAFFING TO HANDLE NIV OPERATIONS NOW IS THIN; WE CANNOT ABSORB A SUBSTANTIAL CASELOAD INCREASE, FOR WHATEVER REASON, WITHOUT ADDITIONAL RESOURCES. WE ESTIMATE THAT ALLOCATION OF THE ADDITIONAL AMERICAN AND LOCAL POSITIONS REQUIRED TO IMPLEMENT PROVISIONS OF THE WESTERN HEMISPHERE

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BILL PROVIDE SUFFICIENT ABSORPTIVE CAPACITY TO HANDLE EXPECTED NIV CASELOAD INCREASES. (FOR THE RECORD, IN ANALYZING CURRENT VISA OPERATIONS AND EARLIER CONSULAR PACKAGE SUBMISSIONS, WE DETECTED CONSISTENT UNDERESTIMATION OF NIV CASELOAD INCREASES ON THE ORDER OF 5 TO 10 PERCENT; WE WILL ADJUST FUTURE CONSULAR PACKAGES ACCORDINGLY.)

4. THE MANAGUA CONSULAR SECTION NOW OCCUPIES APPROXIMATELY 1800

SQUARE FEET OF CHANCERY FLOOR SPACE.

ADDITIONAL PERSONNEL CANNOT BE SQUEEZED INTO THE CHANCERY; THERE IS NO MORE ROOM. WAITING ROOM SPACE NOW AVAILABLE WILL SEAT 31 PERSONS AND NO MORE. CHANCERY DOORS ALL TOO OFTEN OPEN TO 65-70 APPLICANTS. TO OBTAIN SOME DEGREE OF PRIVACY FOR CITIZEN SERVICES ELEMENT AND ITS CLIENTELE WE HAVE HAD TO REDUCE DRASTICALLY SPACE ALLOCATED TO OTHER MISSION ELEMENTS, INCLUDING THE COMMERCIAL LIBRARY. IN SUM, THE EXISTING FACILITY WAS INADEQUATE BEFORE PASSAGE OF THE WESTERN HEMISPHERE BILL AND THE POST HAS BEEN WORKING WITH FBO TO DEVELOP PLANS FOR CONSTRUCTION OF A CONSULAR ANNEX TO THE MANAGUA OB. THE BILL'S IMPLEMENTATION MAKES REVISION OF CURRENT PLANS AND THEIR QUICK EXECUTION MATTERS OF UTMOST URGENCY. INSTEAD OF 2200 PLUS SQUARE FEET EARLIER PROGRAMMED FOR CONSULAR ANNEX, EMBASSY NOW CONSIDERS 3600 SQUARE FEET THE MINIMUM ACCEPTABLE TO ACCOMMODATE A CONSULAR OPERATIONS WITH A STAFF OF EIGHT FSLs AND THREE AMERICANS AND A CLIENTELE FROM ALL CATEGORIES APPROACHING 20,000 PER YEAR. THE LATEST BEST ESTIMATE OF COST TO CONSTRUCT A CONSULAR ANNEX IN THE 3600 SQUARE FOOT RANGE IS \$32 PER SQUARE FOOT. MODIFICATION OF EXISTING SPACE TO ACCOMMODATE STAFF INCREASES IS IMPOSSIBLE, SO WE PROJECT NO MINOR CONSTRUCTION COSTS AT THIS TIME.

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INFO OCT-01 ARA-10 ISO-00 SSO-00 MMO-04 VOE-00 ABF-01

PER-03 FBOE-00 /020 W

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O 171735Z NOV 76

FM AMEMBASSY MANAGUA

TO SECSTATE WASHDC IMMEDIATE 1607

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FOR ARA/MGT, SCA, M/MO

5. THE MOVE OF THE AUGMENTED CONSULAR OPERATION TO AN ANNEX BUILDING WILL NECESSITATE PURCHASE OF EQUIPMENT AND FURNISHINGS OVER AND ABOVE THOSE NOW IN USE. FOR EXAMPLE, IT WILL BE IMPRACTICAL TO EXPECT CONSULAR PERSONNEL TO CONTINUE TO SHARE COPIER FACILITIES CENTRALLY LOCATED IN THE CHANCERY ONCE THEY HAVE MOVED TO THE

ANNEX. WE ESTIMATE THE FOLLOWING COSTS IN THE CATEGORIES SHOWN, OF WHICH MOST WILL BE ONE-TIME:

- A. OFFICE FURNITURE AND FURNISHINGS     \$3050  
(THREE NEW POSITIONS)
- B. OFFICE EQUIPMENT (COPIER, SUPPLIES, \$10,600  
TYPEWRITERS)
- C. HOUSEHOLD FURNISHINGS (ONE AMERICAN     \$11,000  
EMPLOYEE)

6. OCCUPANCE OF A CONSULAR ANNEX AND AN INCREASE IN VISITORS TO THE SECTION OCCASIONED BY WESTERN HEMISPHERE BILL IMPLEMENTATION WILL NECESSITATE ACQUISITION OF ADDITIONAL GUARD AND CHAR PERSONNEL UNDER NONPERSONAL SERVICES CONTRACT. WE ESTIMATE THIS COST AT DOLLARS 6,000 ANNUALLY.

7. SUMMARY OF ESTIMATED COSTS ATTRIBUTABLE TO WESTERN HEMISPHERE BILL:

- A. HUMAN RESOURCES REQUIREMENTS:
  - 1) ONE AMERICAN VISA OFFICER O-6
  - 2) TWO FSL VISA CLERKS L-6: DOLLARS 8200.
- B. PHYSICAL FACILITIES: 36000 SQUARE FEET OF OFFICE SPACE AT

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DOLLARS 32 PER SQUARE FOOT: DOLLARS 115,200.

- C. EQUIPMENT/FURNISHINGS: DOLLARS 24,650.
- D. NONPERSONAL CONTRACT SERVICES: DOLLARS 6000.

9. TO PREPARE FOR WESTERN HEMISPHERE BILL IMPLEMENTATION AT A TIME OF PEAK NIV ACTIVITY RELATED TO YEAR-END HOLIDAY TRAVEL, POST REQUIRES MAKE-READY ASSISTANCE OF ONE FSL ON PIT BASIS BEGINNING AS SOON AS POSSIBLE AND UNTIL FIRST NEW PERMANENT EMPLOYEE IS ON BOARD. POST IS CURRENTLY HAMPERED BY 12 WEEK MATERNITY LEAVE OF ONE FSL EMPLOYEE AND CANNOT ABSORB MAKE-READY ACTIVITY WITHIN EXISTING STAFFING CONSTRAINTS. REQUEST NOTIFICATION OF ACTION ON PIT REQUEST SOONEST.

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